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ABSTRACT

Prepared in response to a request from the Iowa state General Assembly, this report outlines major issues facing the state's community colleges and provides recommendations for increasing effectiveness and accountability. Following introductory materials, the report describes the five major guiding principals in the development of Iowa's community colleges: state administration, accessibility, comprehensiveness, and responsiveness to their service areas. Next, major issues facing the colleges and related recommendations are presented for each of the guiding principals, including the following: (1) the need to strengthen the governance system and improve articulation; (2) the need to review the number of college attendance centers, address equity and affordability issues, increase the colleges' role in distance learning, and expand state financial aid; (3) the need to recognize the colleges' role in providing development education and provide funding; (4) the need for colleges to coordinate services on a regional basis; and (5) the need to address accountability issues related to strategic planning, quality assessment, the development of a management information system, revision of the college funding formula, licensure requirements, the development of a general education core curriculum, and image enhancement. Appendixes, comprising half the report, provide a state policy statement on area colleges and schools, a list of source documents, descriptions of state board and directors' responsibilities toward area schools, information on the establishment of the state Division of Community Colleges, a history of area community colleges, and a map of colleges. (KP)

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# Strengthening Community College Linkages

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January, 1990

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# Strengthening Community College Linkages:

## Recommendations on Strengthening Relationships Between the State Board of Education, the Department of Education, and the Area Colleges

**Approved by the State Board of Education**
**January 12, 1990**

State of Iowa
DEPARTMENT OF EDUCATION
Grimes State Office Building
Des Moines, Iowa 50319-0146

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## FOREWORD

As we strive during the 1990s to build a world-class education system in Iowa, no institution is better positioned to respond quickly to a dramatically changing environment than the community college. The community college could be viewed as a model for other public and private institutions to emulate. The question of rules, roles, and relationships needs to be examined to ensure the accessibility, flexibility, responsiveness, and accountability of the system. This report provides a comprehensive outline of the major issues affecting community colleges and sets the tone for addressing those issues.

The report is a result of communication with many individuals, agencies, and organizations and of recent state and national studies focusing on the community colleges. The staff of the Division of Community Colleges of the Department of Education is to be commended for expertise in the development of this report. The issues presented are well-documented and well-supported as the critical issues facing community colleges in the coming decade. While all sectors interested in community colleges may not agree on the answers to the issues, there is strong support across Iowa that these are the critical issues we must address. This report includes the State Board of Education's recommendations for addressing them. There are two major principles on which these recommendations are based.

First, the significance of attention focused on community college governance in the last year is an indication of the need for an examination of the governance relationship between the State Board and local colleges. After careful review, the State Board concluded that the change in relationship must be one in which the State Board's leadership, regulatory, and coordination roles are strengthened. Our community colleges have matured more as regional institutions rather than as a coordinated system, and to date have been highly successful. But they, like other facets of the education system, are faced with addressing some hard policy questions and with economic and social changes which more and more call for a coordinated response beyond the local level. Our emphasis must be on planning to create an integrated system of community colleges with common goals.

Second, these recommendations will allow both state and local policy makers to be accountable to the public for both the effectiveness and efficiency of the community college system. For example, we are recommending that Iowa develop a management information system for community colleges that will provide institutional effectiveness data to local and state decision makers.

We are not fully equipped to carry out all of the actions recommended in this report at the present time; therefore, these issues will be prioritized in order that we may address them effectively over time.

Each recommendation in this report is based on a philosophy of collaboration and partnership. We must remain committed to working with community college presidents, trustees, and staff to create a coordinated system that is responsive, accountable, comprehensive, accessible, effective, and above all, world class.

Karen K. Goodenow, President
State Board of Education

William L. Lepley, Ed.D., Director
Iowa Department of Education



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## INTRODUCTION

Iowa's community college system is a dynamic success story. It is dedicated to empowering people through knowledge by providing access with excellence to higher education, developing human resources for economic growth, and fostering community development. Several national and state reports have indicated a sense of urgency in the examination of the capability of postsecondary institutions to meet the needs of the 21st century. Some issues leading to examination of higher education institutions center around access, accountability, quality, coordination, and collaboration. This report identifies several areas for change that will position community colleges to fulfill the mission which Iowa depends upon them to deliver in the next century.

Partnership and collaboration are keys to successfully developing strategies to address the major issues in this report. We at the state level are committed to working with the presidents and trustees in shaping strategies to best meet current and future needs. Iowa's community colleges have served the state well. Our collective thought, commitment, cooperation and hard work are needed now as we strive to create an educational system that continues to give us reason to celebrate. The dream of a world class education system is within our grasp. Although it is a state responsibility to raise issues of effectiveness and efficiency, the State Board of Education feels that partnership and collaboration are keys.

This report is the culmination of a study initiated in response to the following request from the General Assembly on restructuring as included in Section 256.7(7), Code of Iowa Supplement 1987:

> The state board shall also study the governance structure of the merged area schools, including but not limited to governance at the state level with a director of area school education serving under a state board. The plans relating to the area education agencies and merged area schools shall be submitted to the general assembly not later than January 8, 1990.

This report builds on the analysis and recommendations of higher education studies conducted by the Office of the Governor, the legislature and the Department of Education, and on communications with a variety of individuals, agencies, and organizations.

## GUIDING PRINCIPLES

There are several guiding principles that have provided the foundation for the development of Iowa community colleges. These may be grouped in five categories: state administration, accessibility, comprehensiveness, responsiveness, and accountability. These principles will serve us well into the future as we work in partnership and collaboration with leaders at the local community college level.

State Administration. When the legislation was established in 1965 under Code of Iowa, Section 280A, there was recognition that the area colleges should be positioned to be accessible (in admissions, tuition, location), responsive (via local governance structures, advisory committees, needs surveys), and comprehensive in programming if they were to play a significant role in postsecondary education. The state code specifies that Iowa colleges may operate as either area vocational schools or area community colleges providing services ranging from the first two years of college, to adult education, to training to meet employment needs. (See Appendix A for Code of Iowa, 280A.1). The community college mission remains viable although there have been shifts in emphasis over the past 20 years dependent upon local, state, and national thrusts.

At the time the legislation authorizing the community colleges was approved by the General Assembly, it was decided that the state administration of the community colleges could best be accomplished through utilization and cooperation of existing boards (the State Board of Education, formerly the State Board of Public Instruction, and the State Board of Regents) with the primary responsibility placed with the State Board of Education. This decision recognized the existing roles of the State Board of Education as the state board for vocational education, vocational rehabilitation, educational examiners, local school districts, junior colleges, and Manpower Development and Training Act programs. This decision avoided the proliferation of boards at the state level while ensuring the coordination of programming.

Accountability. Accountability of the system remains with the State Board of Education, (the coordinating and regulatory body), and the State Department of Education which is administered by a director.

Community colleges must meet standards that are required by the Code of Iowa and Iowa Administrative Code that include:

- approval standards established by the State Boards of Education and Regents;
- accreditation by the regional accrediting agency; and
- state licensure requirements for faculty and staff.

Accessibility. Community colleges are intended to provide accessibility through:

- an "open door" admission policy;
- affordability;
- geographic proximity to the students; and
- expansion of education opportunities through reciprocity agreements and educational service agreements.

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Comprehensiveness. Community colleges are intended to offer a comprehensive curriculum to meet the educational needs of individual students, subject to changes in the light of unfolding educational experiences and other factors. This comprehensiveness of curriculum includes:

- programming ranging from opportunities for students enrolled in local school districts through opportunities for adults for lifelong learning;
- adult basic education and high school completion programs;
- vocational and technical programs for preparation for employment and to upgrade the skills of currently employed individuals;
- arts and sciences programs for both preparation for employment and transfer to baccalaureate degree programs;
- continuing and general education to meet personal and societal needs;
- developmental and remedial programs to provide the basic academic skills and supplemental experiences required for individual success; and
- programs for disabled individuals.

Responsiveness. Community colleges are community-based institutions responsible for meeting the needs of their service area. This responsiveness is ensured by:

- governance by locally elected boards of trustees;
- programming developed in response to local needs surveys;
- use of local program advisory committees; and
- assisting in meeting economic development needs of the merged area by providing leadership in training and retraining as well as other educational services.

Over the past years, several higher education studies have been conducted. Each one recognized the merits of the community college system in meeting the needs of present and future Iowans. There was also a recognition that education and the economy of the state and the nation are tied together. As we move into the 21st century, the community colleges will continue to play a major role in serving the multi-faceted needs of the state.

Community colleges are committed to meeting the postsecondary needs of Iowa citizens and must be responsive to the changing needs of their communities. In order to be accessible, flexible, and responsive, community colleges must maintain their community base and geographic proximity. (The term community college is used to refer to both the area colleges and area technical institutions).

The colleges, with their lay boards of trustees, must retain this responsiveness, seek the understanding of their constituencies, and have the flexibility to respond in diverse ways to meet educational program and service needs.

The State Board of Education, working through the director and the Department of Education must 1) ensure that college operations comply with the Code of Iowa; 2) encourage efficient and effective operations; 3) facilitate collaborative strategic planning through which the efforts of the colleges can be coordinated; and 4) promote the colleges' purposes, achievements, and needs to public policy makers.

## MAJOR ISSUES FOR THE FUTURE

**The issues and recommendations identified as being most significant to the community colleges at this time were identified from communications with many individuals, agencies, and organizations and recent state and national studies that focused on community colleges.**

**Each of the major issues identified is included in one of the five major guiding principles of state administration, accessibility, comprehensiveness, responsiveness, and accountability. These issues are identified separately and followed by the State Board's recommendation for responding to the issue and the strategy proposed to address the recommendation.**

State Administration

1. Governance.

   **Recommendation: The present system for governance of the state community college system should be strengthened at the State Board of Education and Department of Education levels.**

   The present system of governance of the community colleges has served Iowa well in developing strong community colleges serving all regions of the state. Over the past 20 years, the community colleges have matured and have generally placed more emphasis on their development as regional institutions rather than a coordinated system. The recently completed studies of Iowa postsecondary education do not recommend any major changes. These studies recognize the progress that has been made to date and the advantage of continuing statewide administration through a state board that can best coordinate the development of cooperative programming between local school districts and community colleges. However, these studies also recognize that the regulatory, coordination, and leadership roles of the State Board of Education and the Department should be strengthened.

   The State Board needs to strengthen its oversight responsibility by fostering the development of systemwide goals to serve the colleges well into the 21st century. The establishment of a master plan could facilitate the process. The plan would define common goals, plan for more effective use of state resources, coordinate system activities, and monitor the accomplishment of goals. Local colleges have developed strategic plans which respond to issues within their merged areas. The planning processes and the issues identified will form the foundation of the statewide planning model. The Department of Education will work jointly with the colleges to ensure that the master plan reflects a bottom-up approach which responds to local and state needs.

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A second step toward strengthening the role of the Department of Education and State Board of Education in their relationships with the area colleges will be the scheduling of meetings between the State Board of Education and the area college trustees to discuss policy initiatives and strategic planning. An advisory committee of local college trustees will be established and, through periodic meetings, will advise and inform the Department of Education on issues.

The trustees association provides opportunities for trustee orientation and education. The Department and the Iowa Association of Community College Trustees will work together to plan periodic leadership activities to increase State Board and local board expertise in policy formulation and evaluation as well as other areas of mutual interest.

The request from the General Assembly called for the State Board of Education to study the governance of the merged area schools. This study was to include but not be limited to state level governance with a director under the State Board of Education. The Legislative Higher Education Task Force recommended that governance of the community colleges remain under the State Board of Education. The Department has organized a new Division of Community Colleges and employed an administrator for this division to provide the level of support necessary to administer the statewide system of community colleges. The Division, which was created effective July 1, 1989, has not had time to demonstrate its effectiveness. It is recommended that:

a) The effectiveness of the Division serving under the State Department of Education be reviewed in five years (1994) to determine whether it should be continued;

b) An impact statement be developed on the issue of a separate board as a means of assessing the strengths and weaknesses of such a proposal and to provide a framework for decision making. This statement will be developed in cooperation with representatives of the college presidents and local boards of trustees.

c) Appointment of member representatives to a statewide coordination body or governance structure be made upon agreement between the State Board of Education and the Iowa Association of Community College Trustees.

2. Articulation.

Recommendation: The Department of Education should provide leadership in coordinating articulation efforts among community colleges as well as between secondary schools and senior institutions.

The recent approval of SF449 by the General Assembly provides for the articulation of secondary and postsecondary vocational programs through competency-based education in 1992. The Department of Education is charged by the legislature with planning for the implementation of this legislation. Implementation will provide for articulated vocational programming between local school districts and community colleges.

At the postsecondary level, the Department will continue its leadership role of coordinating articulation efforts and cooperation with the Board of Regents in helping to resolve articulation problems among the community colleges and the state universities to provide an opportunity for improving the transition of students from community college programs to the state universities. A review of current program standards across colleges will be conducted as one means for improving articulation. Further, the Department of Education will define the broad parameters for improved articulation in addition to the articulation agreements for the associate in arts degree and the acceptance of vocational credits that are already in place between the community colleges and the state universities. The Department will also focus attention on the need to improve articulation of the career option programs with programs in the senior institutions.

Accessibility

1. Number of Community College Attendance Centers.

   Recommendation: **The State Board of Education should develop a master plan for the number of community college attendance centers in light of changing demographic and enrollment patterns.**

   Currently the area colleges operate 45 attendance centers, of which 30 are considered to be major campuses. (An attendance center is defined as a unit, a school, or other organizational subdivision which has been designated to serve students residing in a particular geographical area. Source: Educational Administration Glossary). The State Board does not have available data to determine whether the number of attendance centers statewide will be increased or decreased. The criteria to be used in a review of the number of attendance centers will be developed in conjunction with the Iowa Association of Community College Presidents and Iowa Association of Community College Trustees. The state currently has responsibility for approval of all attendance centers (Code of Iowa, Chapter 280A.25(6); Administrative Rules 281-21.9(1), 281-21.9(2)).

2. Equity of Opportunity.

   Recommendation: **The Department of Education should monitor statewide community college programming to ensure that equitable opportunities are available to disabled individuals and for an increasingly multicultural population.**

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Merely providing geographical access to community colleges is not sufficient to ensure that equitable opportunities are offered. Efforts need to be made to adequately identify and meet the needs of students such as minority students and students with disabilities who frequently have experienced unique problems in attaining educational success. In addition, steps are needed to ensure equity of opportunity for women, minorities, and persons with disabilities in economic development activities if the colleges are to remain responsive to the needs of society and the community. The Department of Education is presently conducting two studies of the needs of these students and the results of these studies should be used in helping community colleges to adequately plan for the needs of these students.

3. Affordability.

**Recommendation: The level of tuition and the disparity of range in tuition at community colleges should be a priority issue for the State Board of Education to address.**

Iowa community college tuitions are currently over 30 percent higher than the national average. There is a recognition that community colleges have used tuition increases to meet needs during the 1980s when state resources were not available to defray increasing operating costs at the local community college level. The mechanism for the State Board of Education to address this issue is undefined at this time. The Department has addressed the overall funding issue for the biennium in its current budget request. Collaboration between the state and local levels is essential. At minimum, local boards of trustees will be involved in the development of potential strategies for addressing this concern. (Code of Iowa 280A.23(2)).

4. Distance Learning.

**Recommendation: Community colleges should have the major role in the Iowa Educational Telecommunications Network for facilitation and coordination of instructional programming in each community college region.**

Community colleges have provided leadership in pioneering the development of distance learning opportunities in Iowa. The colleges are in the best position to provide a leadership role in distributing learning activities through the Iowa Educational Telecommunications Network. Considerable work toward developing such a network at the regional level has already been accomplished in several merged areas through resources made available by the community colleges providing programming to adults and to students enrolled in local school districts. As the network continues to develop, sharing and cooperation with the colleges is needed to conserve resources. A state technology plan has been developed to ensure coordination and cooperation.

The State Board recommends that curriculum development grants be made available to community colleges from a state appropriation. These grants will then provide an opportunity for community colleges in collaboration with other interested entities (e.g., business, labor, industry) to develop courses to be used in distance learning experiences.


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5. **Financial Aid.**

**Recommendation: An expanded program of state financial aid should be made available to community college students.**

A statewide program of need-based grants should be initiated that provides assistance to all community college students. The current Vocational-Technical Tuition Grant Program excludes needy students enrolled in arts and science programs and the IMAGES award program is not available to minority students. These groups of students are the only groups that are not provided for in the current state need-based grant programs.

Comprehensiveness

**Recommendation: Community colleges should offer comprehensive programming in each merged area of the state, including arts and sciences, adult and basic education, vocational education, developmental education, community services, and economic development activities.**

The Department of Education will work closely with the community colleges in implementing the concepts of comprehensive programs and services, lifelong learning, and remaining sensitive to the challenges of assisting people to meet the needs of a changing market place. The term comprehensive is used to refer to the statutory mission of the colleges as outlined in the Code of Iowa, 280A.1.

Community colleges must continue to provide an accessible postsecondary educational opportunity that can meet the needs of people without regard to prior performance or length of time away from the classroom. If this policy is altered, it will raise unnecessary barriers and create a tragic waste of human resources.

**Recommendation: The role of area colleges in providing developmental/remedial education should be reflected in the Code of Iowa and funded.**

Community colleges must continue to provide accessible postsecondary educational opportunities to meet the needs of all who enroll regardless of prior performance or time away from the classroom. Open enrollment carries with it an obligation to meet students where they are in terms of academic skills and to help them to accomplish personal and career goals. Colleges operate a variety of services in helping students obtain a successful education including assessment, advisement, and developmental programs. There is a need to acknowledge and support this critical role of the community college.

To help ensure the success of an "open door" admission policy and keep it from slipping into a "revolving door," each community college should provide assessment and developmental programs to assist students in achieving a successful educational experience, and should cooperate with local school districts in articulating programming and coordinating efforts to assist students in their transition to the community college.

Responsiveness

**Recommendation: Community colleges should coordinate and deliver educational services on a regional basis which may exceed the merged area as it is known today.**

Community colleges are in a unique position to assist elementary and secondary school districts in meeting the rising expectations of the 21st century. Each college serves a specific geographic region of the state and cooperates closely with the local school districts in the merged area. In addition, some colleges offer specialized programs to people across merged area boundaries. The high cost of some specialized programs makes it impractical for all colleges to offer them. Community colleges are in a position in each merged area to assist in the overall coordination of educational opportunities for students in local school districts and to offer a continuum of educational opportunities that are articulated to provide a smooth transition from secondary to postsecondary education. The resources and additional expertise of the community college will be available to offer assistance to local school districts in planning and coordinating educational experiences to provide needed opportunities and expand accessibility. These opportunities will include vocational education experiences, advanced placement courses including postsecondary enrollment options, sharing of staff and resources, staff development activities, technology enhancement, and expanded community education programs. This coordination of educational services will also increase the potential resources for meeting the economic development needs of the merged area. The issue of service on a regional basis needs to be addressed in the future.

Accountability

1. Strategic Planning.

**Recommendation: The State Board of Education should work collaboratively with the community college system in the development of a statewide strategic plan which addresses overarching state needs.**

At the present time, the State Board has not established a statewide strategic plan for the community colleges. Each individual college has its own plan which has evolved to meet local needs. These local plans and Common Bonds (developed by the trustees association) could provide strong pieces to support the development of a statewide plan. Such a plan, developed in collaboration with the colleges, will reflect local planning processes and will help determine a more effective program/service mix, educational delivery systems, and resource allocation.



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The strategic plan for community colleges should address the potential for developing regional centers of excellence. These centers could provide educational opportunities that utilize resources most efficiently and develop areas of expertise that might otherwise be unavailable. This concept should be studied to determine where the centers would be placed.

2. Assessment of Quality.

**Recommendation: The State Board of Education should facilitate an assessment of the quality of programs and services provided by the community college system.**

Although the State Board believes that the system is effective, the Board is unable to demonstrate that to Iowans because there are no clearly defined ways to determine the effectiveness of the community college system. System effectiveness depends upon documentation of quality, service, and responsiveness to college constituencies. Future decisions for the system will need to be based on measurable outcomes. The State Board will facilitate the identification of performance outcomes in areas such as cost, student achievement, student retention, enrollment, competencies, and placement. The most effective process for determining the criteria against which institutions will be measured is in partnership with college presidents and trustees. Documentation of institution effectiveness is critical if the system is to be accountable to the public.

3. Management Information System.

**Recommendation: The Department of Education in cooperation with the community colleges should develop a management information system which supports planning, monitoring, and evaluation of community college progress.**

Local decision makers need access to a centralized database which can be utilized for making decisions relative to college management, planning, and evaluation. In addition, state decision makers in the executive and legislative branches need data on the system as a whole for utilization in decision making.

The Department of Education in cooperation with community colleges will identify the data required from community colleges for accountability purposes. Examples of such measures might include data appropriate for evaluating budgets, programs, student achievement, student transfer success, competency development, and student retention. Affirmative action data in staffing and all programs and services would also be helpful. After measures are identified, an integrated community college information system database will be developed.

4. Funding.

**Recommendation: The funding formula should be modified to reflect changing needs of the service population.**

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The present foundation formula for community colleges is enrollment driven and responsive to allowable growth as determined by the state. Although this formula operates reasonably well in providing equity of funding among community colleges, the formula needs revisions to increase affordability for needy students, provide more adequate faculty and staff salaries, improve student services, improve assessment and developmental programs, provide additional support for media/library resources, and improve incentives for new program development. Community colleges enroll more students at the freshman and sophomore levels than the regents institutions and independent institutions combined. According to Fall 1988 term headcount data, the area colleges enrolled 44,474 students in degree-oriented programs while the regents and independent institutions enrolled 25,222 and 17,325 freshman and sophomore students respectively. (Source: College Aid Commission and Iowa College and University Enrollment Report prepared for the Iowa Postsecondary Coordinating Council.) Adequate funding of the system must include responsiveness to the unique needs of nontraditional students and training needs of various companies. These revisions will require additional appropriations and will need to be phased in over a period of several years.

5. Licensure.

**Recommendation: The State Board of Education in conjunction with the Board of Educational Examiners should determine whether a change in licensure requirements would improve the quality and effectiveness of faculty and staff.**

The current licensure requirements have been criticized as being both too stringent and too weak. Some criticisms imply that outstanding academic scholars would not qualify to teach in the community colleges and other criticisms suggest that the employment experience required of vocational instructors is too limited. Local college personnel indicate that current licensure and certification guidelines deter qualified applicants from applying for positions, being employed, and being promoted. A committee of presidents is currently meeting to develop a set of recommendations on faculty licensure and certification for submission to the Board of Educational Examiners. The Department of Education will work closely with the presidents in the examination of this issue.

6. General Education Component.

**Recommendation: All preparatory career programs leading to an associate degree should have a general education core curriculum that offers the flexibility needed for students who wish to transfer to senior institutions.**

The goal of the community college must not only be to prepare students for productive employment but to also offer them a general education that provides a more integrated view of knowledge and a more authentic view of life. The Department of Education is now cooperating with the community colleges in a study intended to identify recommendations for ensuring that each preparatory career education program leading to an associate degree has an appropriate general education core. With flexibility of programming, a student would have the option of taking either a curriculum for a terminal degree or a curriculum which would allow for both a career and continued education. Such a core of general education courses would be helpful in assisting students to transfer to senior institutions without a loss of credits.



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7. Image of Community Colleges.

**Recommendation: The State Board and the Department of Education should work closely with community colleges to advance the image of the system within the state.**

Community colleges are a valuable educational resource for meeting the needs of both individual students and local communities. Unfortunately, far too few people are acquainted with the role of the colleges in meeting a vast array of Iowa's needs. The management information system will provide the database for the Department of Education to assist the community colleges in designing a plan for identifying opportunities available and in advancing the positive image of the community college system. This plan might provide for state and college participation in the distribution of publications and news releases and the initiation of appropriate recognition events.

## STRATEGY DEVELOPMENT

Some strategies are in place for addressing the issues identified in this report. Others will emerge as the result of cooperation.

In recent meetings with the area college presidents and representatives of local trustees, we have pledged to continue our dialogue in order to foster understanding and to strengthen our collaborative relationships. Strategies and a timetable of priorities for addressing major issues affecting the system will be developed in partnership between the State Board and Department of Education, trustees, and presidents. Some of the mechanisms defined for improved communication, joint development, and collaboration on issues include the following:

- periodic meetings between representatives of the State Board of Education and the Executive Committee of the Iowa Association of Community College Trustees to discuss issues of mutual concern and to address policy and planning priorities;
- joint development of an impact statement addressing the issue of a separate state board;
- monthly meetings between the Department of Education and college presidents to discuss major issues, to foster planning, and to develop problem-solving strategies. (The agenda will be developed based upon needs viewed from both state and local levels.)
- use of a communication and decision-making process model in developing strategies to address major policy and procedural issues;
- advice from college personnel on some processes and programs which will impact college personnel or operations; and
- advice from an advisory committee of local trustees on policy issues and planning.

These avenues provide opportunities for the state and local levels to work together both in designing the dream and in shaping how we reach it. With joint leadership, we can ensure that we continue to provide access to an excellent higher education system, human resource development for economic growth, and community renewal for Iowa. Collectively, we can address the major issues for now and into the 21st century.

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Appendix A

## STATEMENT OF POLICY FOR AREA SCHOOLS AND COMMUNITY COLLEGES

280A.1 It is hereby declared to be the policy of the state of Iowa and the purpose of this chapter to provide for the establishment of not more than seventeen areas which shall include all of the area of the state and which may operate either area vocational schools or area community colleges offering to the greatest extent possible, educational opportunities and services in each of the following, when applicable, but not necessarily limited to:

1. The first two years of college work including preprofessional education.
2. Vocational and technical training.
3. Programs for in-service training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.
6. Programs for students of high school age to provide advanced college placement courses not taught at a student's high school while the student is also enrolled in the high school.
7. Student personnel services.
8. Community services.
9. Vocational education for persons who have academic, socioeconomic, or other handicaps which prevent succeeding in regular vocational eduation programs.
10. Training, retraining, and all necessary preparation for productive employment of all citizens.
11. Vocational and technical training for persons who are not enrolled in a high school and who have not completed high school.

Appendix B

SOURCE DOCUMENTS

Higher Education Studies:

Building Communities - A Vision for a New Century, A report prepared by the American Association of Community and Junior Colleges;

Common Bonds: A Strategic Plan for the Iowa Association of Community College Trustees;

Iowa Postsecondary Education Studies - Process for Policy Development and Coordination in Iowa; Overarching Public Policy Issues Facing Postsecondary Education in the State of Iowa, Prepared by Peat, Marwick, Main and Co.

A Challenge to Change - report of the Legislative Higher Education Task Force;

Opening the Door Wider: Increasing Accessibility, Accountability, and Affordability of Iowa's Community Colleges - a report prepared by the Community College Task Force appointed by William L. Lepley; and

Public Two-Year Education Institutions, a study by the Iowa Department of Education.

In addition, the following statutes were reviewed:

Duties and Responsibilities of the State Board of Education, Department of Education, and State Board of Regents, Chapters 256 and 262, Code of Iowa.

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Appendix C

## STATE BOARD RESPONSIBILITIES RELATIVE TO MERGED AREA SCHOOLS

| | |
|---|---|
| 280A.6 | Examine and approve plan for merged area school. |
| 280A.7 | Issue order or approval to designate merged area school. |
| 280A.8 | Conduct hearing, if requested, for a merged area school plan that is disapproved. |
| 280A.10 | Direct county commissioner of elections to call election for governing board of merged area school. |
| 280A.17 | Review and approve merged area school budgets prior to June 1. |
| 280A.23(1) | Approve curriculum of merged area school.<br>Ascertain that all courses and programs are needed and do not duplicate programs provided by existing public or private facilities. |
| 280A.23(2) | Approve higher tuition rates than authorized in code and approve reciprocal tuition agreements. |
| 280A.24 | Approve area vocational schools as area community colleges. |
| 280A.33 | Approve approval standards for merged area schools - includes supervision and evaluation of educational program in merged area schools.<br>Review decisions by director regarding approval of merged area schools. |
| 286A.16 | Adopt rules for administration of Chapter 286A. |

### Administrative Rules

| | |
|---|---|
| 281-21.9(1) | Approve all sites. |
| 281-21.9(2) | Approve all building plans and specifications. |

Appendix D

## STATE DIRECTOR'S RESPONSIBILITIES TO MERGED AREA SCHOOLS

| | |
|---|---|
| 280A.25(1) | Designate merged area school as an "area vocational education school". |
| 280A.25(2) | Change boundaries of merged area school director districts when local board fails to change boundaries. |
| 280A.25(3) | Make changes in boundaries of merged area schools with approval of local board of directors. |
| 280A.25(4) | Administer and disburse federal or state funds to pay a portion of the cost of acquiring sites and constructing facilities for merged area schools. |
| 280A.25(5) | Administer and disburse federal or state funds for operating costs of merged area schools. |
| 280A.25(6) | Approve or disapprove sites and buildings for merged area schools. |
| 280A.25(7) | Propose administrative rules for Chapter 280A subject to approval of state board. |
| 280A.25(8) | Enter into contracts with local schools that maintain a technical or vocational high school and private schools or colleges to provide an addition to or a part of the curriculum of a merged area school. |
| 280A.25(9) | Make arrangements with merged area schools and local schools to permit students attending high school to participate in vocational-technical and advanced college placement courses and obtain credit toward completion of high school diploma. |
| 280A.25(10) | Prescribe a uniform system of accounting for merged area schools. |
| 280A.25(11) | Adopt rules prohibiting a merged area school from adding intercollegiate athletics if it is not part of its program on July 1, 1987. |
| 280A.25(12) | Ensure that merged area schools that provide intercollegiate athletics as a part of their program comply with section 601A.9. |
| 280A.26 | Approve agreements for junior colleges operated by local school districts to be converted into merged area schools. |
| 280A.33(4) | Report approval standards for merged area schools to General Assembly. |
| 280A.33(6) | Make recommendations and suggestions to merged area schools if deficiencies exist. |
| 280A.33(7) | Maintain list of approved merged area schools. |

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| | |
|---|---|
| 280A.33(8) | Notify merged area schools if they are to be removed from approved list and continue on approved list merged area schools that comply with laws and approval standards. |
| 280A.33(9) | Provide for public hearings for merged area schools. |
| 280A.33(10) | Provide hearings for merged area schools and render decisions. |
| 280A.35 | Approve merged area schools to sell land in excess of 160 acres. |
| 280A.38 | Approve lease agreements for merged area schools. |
| 280A.39 | Approve plans for combining merged area schools. |

Appendix E

## ACTIVITIES IN ESTABLISHMENT OF DIVISION OF COMMUNITY COLLEGES

January 1990

### Rationale

The Director created the Division of Community Colleges to:

- Provide more effective leadership to the community college system as a whole.
- Recognize community colleges as a substantial piece of the postsecondary education system.
- Increase status and support within Department.
- Assist in strenghening continuum of learning between K-12 and postsecondary education through internal leadership responsibility.

### Division Structure

The establishment of the Community College Division is an integral part of the Department's strategic plan. The restructuring and the establishment of the division are directed toward enabling the Department to meet emerging needs of the community college system as part of the development of a world-class education system in Iowa.

The following actions were taken in order to make decisions about present and future needs:

- Review of the mission and functions of the Iowa community colleges, as well as community colleges in general.
- Review of the statutory responsibilities of the State Board of Education, the Department of Education, and the area colleges (coordination, regulation, leadership).
- Analysis of current functions related to area colleges within Division and Department.
- Analysis of staffing.
- Analysis of quality of leadership and service provided.
- Review of higher education studies in Iowa.
- Identification of major national issues affecting the community colleges.
- Discussion with college presidents on areas where Department leadership and technical assistance could be strengthened.
- Discussion with staff of North Central Association of Colleges and Schools.
- Discussion of issues with the State Board, some legislators, education associations, and college representatives.

When the division Administrator was employed in July 1989, the division was composed of one bureau--Area Colleges. In September 1989, the Director approved the recommendation that the Career and Vocational Education Bureau become a part of the Community College Division. On October 2, supervisory responsibility for that bureau was transferred.



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A transition team (from both bureaus) composed of support and professional staff was appointed in September. The team developed a communication plan and strategies to smooth the transition for internal and external purposes. The team provided primary support in planning a division-wide staff development activity in November 1989.

After a thorough analysis of strategic directions, including major issues identified in the Director's report to the state board, a structure will be recommended for approval. Staffing will be defined based upon planned goals.

Accomplishments

- Creation of division by appropriation July 1989.
- Employment of division administrator July 1989.
- Analysis of quality of services currently provided in areas of policies and procedures, personnel, programs, and resources.
- Determination of current bureaus to support division (internal staffing).
- Establishment/operation of transition team composed of staff of both bureaus with responsibility for (a) designing an internal and external communication plan (b) recommending internal procedural changes to improve operation of division (personnel itineraries, etc.).
- Analysis of responsibilities for colleges which impact other divisions and bureaus.
- Visits to seven area colleges (September 25 - December 13).
- Determination of major issues (current and future) impacting colleges.
- Established monthly meeting with college presidents beginning November 2.
- Staff development activity conducted November 20 and 21.
- Draft of division mission by staff November 30.
- Analysis of functional requirements November 30.
- Analysis of linkages with other departmental divisions.

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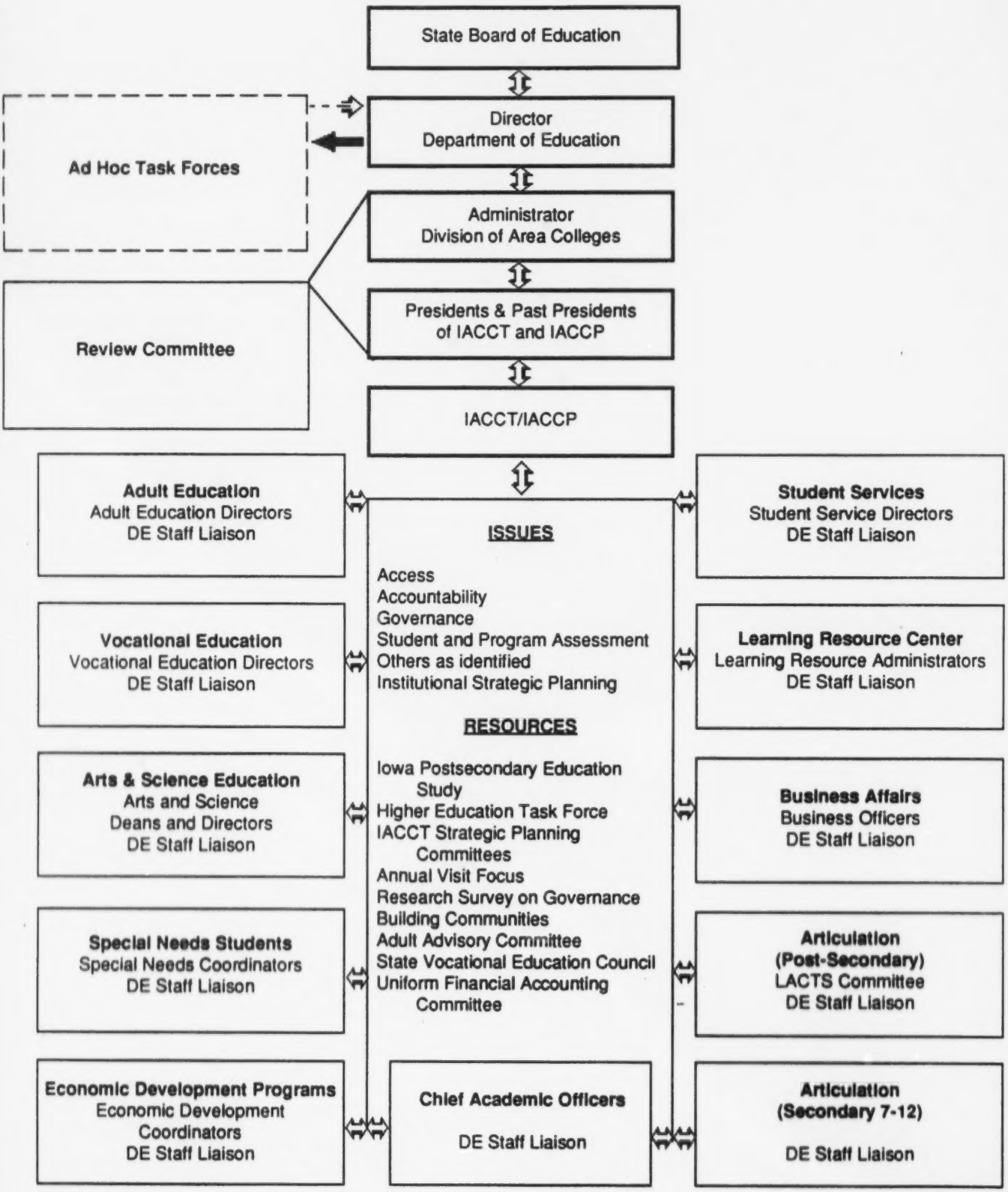
Timetable for Action

| | |
|---|---|
| Staff orientation | Ongoing |
| Internal team building via informal visits with staff, staff meetings, and staff assessment of strengths and weaknesses related to services provided | Ongoing |
| Meet with Director regarding responsibilities | 7/20/89 |
| Orientation to state policies and procedures, including community colleges | 7/30 |
| Review budgets | 7/30 |
| Identify major issues impacting system | 8/15 |
| Collect/review data on other systems | 8/15 |
| Presentations to external groups on community colleges | 8/15 & Ongoing |
| Transition team established | 9/19 |
| Visit colleges ( Begin) | 10/1 |
| Division advance (staff development activity) | 11/20-21 |
| Draft of mission statement | 11/30 |
| Staff analysis of functional requirements of division | 11/30 |
| Definition of staffing needs | 12/15 |
| Staff recommendations for bureau titles | 12/15 |
| Director approval of division structure, etc. | 1/30/90 |
| Implement new communication plan | 1/90 |
| Begin to advertise for positions | 1/90 |
| Employment of personnel | 2/1 - 6/30 |
| New staff orientation | 2/90 & Ongoing |
| Update strategic plans | 4/90 |
| Meeting with Dale Parnell, President of the AACJC to discuss future of community colleges nationally | 4/90 |

APPENDIX F

# Communication and Decision-Making Process Model



**State Board of Education**
Review and discuss recommendations.
Take action on recommendations

**Director, Department of Education**
Review reports and recommendations.
Take action on recommendations or submits recommendations to State Board.

**Administrator, Division of Area Colleges**
Review reports and recommendations.
Submits recommendations to Director.

**Presidents & Past Presidents of IACCT and IACCP**
Communicates recommendations to Administrator on major policy issues.

**IACCT/IACCP and Staff**
Monitor progress of function groups and provide assistance as needed.
Review reports and recommendations and take such action as necessary.

**Ad Hoc Task Forces**
Appointed for limited periods of time to provide Director with advice on specific issues.

**Review Committee**
The Director shall appoint review committees composed of representatives of the DE and Area Colleges to resolve differences relative to major policy issues.

Appendix G

## HISTORY OF AREA COMMUNITY COLLEGES

The Iowa 61st General Assembly, in 1965, approved legislation permitting the development of a state-wide system of postsecondary educational institutions operated under the direction of the State Board of Education. These institutions were officially designated as area schools and were to be organized by merged areas which included two or more counties. The boards of education of county school systems were authorized to plan for the merger of county school systems, or parts thereof, to develop a merged area. Each merged area was required to have a minimum of 4,000 public and private pupils in grades nine through twelve.

The merged areas were authorized to develop area schools as either area community colleges or area vocational schools. The statement of policy contained in the original enabling legislation, and amended in 1967 and 1985, identified the following categories as appropriate educational opportunities and services to be provided by the area schools:

1. The first two years of college work including pre-professional education. (This does not apply to those merged areas that organized as area vocational schools.)
2. Vocational and technical training.
3. Programs for in-service training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.
6. Programs for students of high school age to provide advanced college placement courses not taught in a student's high school.
7. Student personnel services.
8. Community services.
9. Vocational education for persons who have academic, socio-economic or other handicaps which prevent succeeding in regular vocational education programs.
10. Training, retraining and all necessary preparation for productive employment of all citizens.
11. Vocational and technical training for persons who are not enrolled in a high school and who have not completed high school.

The provision for funding of area schools was provided through a combination of federal, state and local funds, and student tuitions. These funds now include a local tax of 20 1/4 cents per $1,000 of assessed value on property within the merged area for operational funds and an additional tax not exceeding 20 1/4 cents per $1,000 of assessed value for the purchase of sites and construction of buildings. The levy for sites and construction must be approved by the voters in the merged area for a period not to exceed 10 years. General state aid was distributed to area schools on the basis of line item appropriations by the General Assembly until 1986 when a state foundation aid formula was approved by the General Assembly. The individual area school has the authority to establish tuition. Tuition for residents of Iowa, however, is not to exceed the lowest tuition rate per semester, or the equivalent, charged by the three state universities.



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There are currently 15 area schools in operation. The merged areas of these 15 area schools include all of the 99 counties in Iowa. Fourteen of the area schools are organized as area community colleges and one is organized as an area vocational school. All 15 area schools are approved by the State Board of Education and the State Board of Regents.

The legislation permitting the development of the area schools provided a procedure whereby the public junior colleges operated by local public school districts could be integrated into area schools. There were 16 public junior colleges operating in Iowa at the time the area schools were organized. One or more of these public junior colleges had operated since 1918 when the first public junior college in Iowa, Mason City Junior College, was organized. As the area schools were organized, all of the 16 public junior colleges merged with these new institutions.

Nine of the area schools have developed as multi-campus institutions. Eight of these area schools merged with existing public junior colleges and five of the nine have also developed additional attendance centers more convenient to large population centers. A total of 28 major campuses are now operated by area schools with additional programs located on numerous smaller, satellite attendance centers throughout the merged areas.

Area schools offer a wide variety of instructional services depending on local needs in the individual merged area. The services are offered through the three major instructional divisions of adult education, career education, and college-parallel education, and include adult basic education and high school completion courses for adults; continuing and general education courses of general interest to adults; supplementary career courses for employed individuals who are in need of occupational upgrading; preparatory career programs to prepare individuals for immediate employment opportunities; college parallel programs that are the equivalent of the first two years of a four-year college program; specialized programs for the handicapped and disadvantaged; and customized training programs operated in conjunction with local industries to train new employees.

Enrollment for all area schools during the 1987 fall term was 44,703. This enrollment includes most of the full-time enrollment of area schools and is comparable to enrollments reported by other postsecondary educational institutions. Total enrollment for the 1986-1987 school year, including adult education registrations (subject to some duplication), was 515,289. The total full-time equivalent of all students in area schools during the 1986-1987 school year was 53,026.



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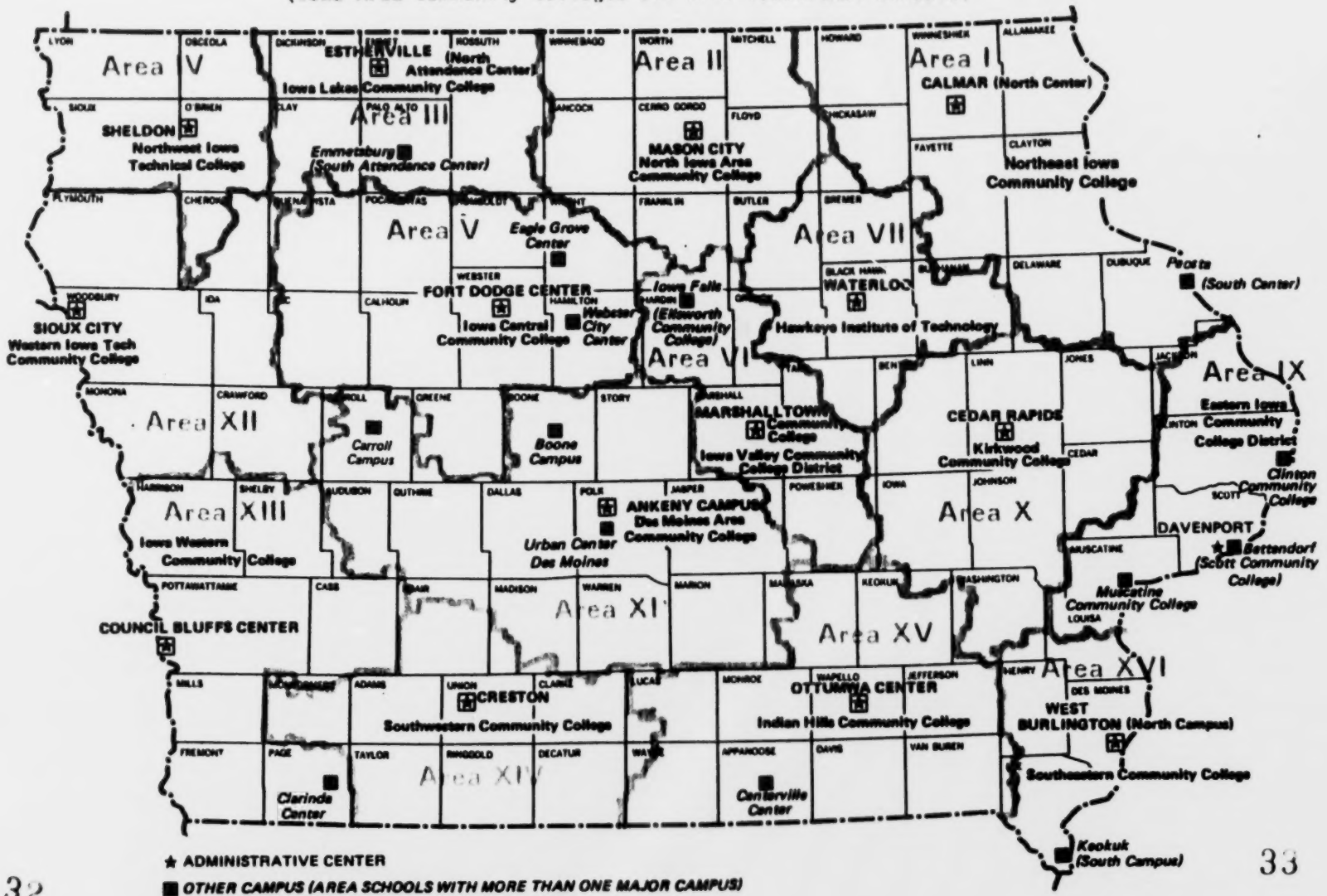
# IOWA AREA COLLEGES

(Iowa Area Community Colleges and Area Vocational Schools)




★ ADMINISTRATIVE CENTER

■ OTHER CAMPUS (AREA SCHOOLS WITH MORE THAN ONE MAJOR CAMPUS)

⊞ ADMINISTRATIVE CENTER AND CAMPUS



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